WHAT MODEL OF LAW ENFORCEMENT SERVICES WILL

BE EXPECTED FROM A MODERATE SIZED

POLICE AGENCY IN THE YEAR 2006?

A project presented to
California Commission on
Peace Officer Standards and Training

by

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This Command College project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future, creating it, constraining it, adapting to it. A futures study points the way.

The views and conclusions expressed in the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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CHAPTER ONE

ISSUE IDENTIFICATION

Introduction

As law enforcement enters the twenty first century, ever increasing demands for services are being placed upon them. While having made significant changes in policing concepts and philosophies since the mid 1980's, there is still room for significant improvement. During the past ten to fifteen years, many California law enforcement agencies made a major shift from traditional policing philosophies, to those of community oriented or community based policing. This change was made in an effort to have a greater impact on the suppression of crime, make the community more responsible for its own problems and improve the quality of life for those in the community. Additionally, this philosophy helped to improve relationships and brought citizens and officers closer together. Since making this conceptual change in their approach, many police agencies have been trying to further define the role they play within the community they serve, to meet the ever changing demands and expectations placed upon them.

This project explores a potential model of law enforcement services which will be expected from a moderate sized police agency in the year 2006. For the purpose of this project, a moderate sized police agency is defined as one which employees between 50-150 sworn officers and serves a population no greater than 150,000 citizens.

This project consists of five sections, with the first chapter providing a short historical perspective on the evolution of policing during the last fifty years. This is followed by a look at

contemporary strategies built on the community policing philosophy.

The second chapter focuses on forecasting the future and the process used to identify potential trends and events that are likely to shape the future and influence what model of law enforcement services will be expected in the year 2006. The identified trends and events, along with information from Chapter One, are utilized to develop three alternative scenarios. These scenarios, set five years into the future, predict either a pessimistic, normative or optimistic future.

The third chapter identifies strategies for the development and implementation of a comprehensive model of police services, to manage and bring about the desired future. A strategic plan, situational and organizational analysis, stakeholder identification and analysis, strategy development and implementation plan are discussed.

In the fourth chapter, a transitional management plan is constructed. In this plan is the identification of critical mass, or key players who can significantly impact the issue in a positive or negative manner, and their roles, a transition management structure and transition techniques.

The final chapter presents a conclusion to the project, recommendations for the future and strategies for building the most desirable future.

Statement of the Issue

What model of law enforcement services will be expected from a moderate sized police agency in the year 2006?

As law enforcement continues to shift from traditional forms of policing, it is tasked with the difficult process of redefining its role in an ever changing society. One of the most visible examples of this evolution has been the move towards the Community Oriented Policing and Problems Solving philosophy and other similar proactive approaches adopted by numerous

agencies throughout the nation. At the present time, law enforcement is in the perfect position within society to redefine its role as the facilitator of public services for all members and segments of the community.

To best serve the needs of the community, police agencies must be asking the following questions. What will be demanded by the community of its police agency in the twenty-first century? What are the trends in policing? How are crime trends changing? How is law enforcement's scope of responsibility changing? Where is police work headed? As the answers become apparent, plans must be made for the implementation of necessary services.

In order to understand where law enforcement services are headed, it is helpful to have an understanding of the historical evolution of policing during the past fifty years.

Policing Since 1950

Beginning in the 1950's and into the early 1960's, police services in most regions of the United States involved assigning officers to a patrol car, sending them out to respond to radio calls for service and conducting random patrols of their assigned beats. Viewed as an effective use of manpower and technology, the motorized patrols and reactive mentality of the officers began to lead to a separation of the police from the community.[1]

In the mid 1960's and into the 1970's, social changes such as the civil rights movement, migration of minorities, anti-war protests and the changing age of the country's population, created unstable conditions.[2] In this time of dramatic social change, law enforcement was not only in the middle of it all, but often the focus of it. Large scale occurrences of campus violence and civil unrest, along with incidents of police brutality only worsened the standing of the police in society and undermined their role as keepers of the peace.[3] The role of the police was seen as

one of doing battle with criminals, who were seen as a definable group of bad people, justifying the crime fighting image traditional law enforcement has adopted and perpetuated.[4]

During this period of time, law enforcement became entrenched in providing traditional policing services, with little concern for solving problems or the prevention of crime. Police agencies focused on three major strategies for service: (1) routine random patrol, (2) rapid response to 911 calls from citizens, and (3) retroactive investigation of past crimes/incidents by officers and detectives.[5]

In the early 1980's, law enforcement began to rethink its role, how it interacted with the community and what services it provided. During this period many traditional policing concepts and mind sets gave way to the team policing concept. Over a period of years, the team policing concept evolved into the philosophy of community oriented policing. This resulted in a shift from the traditional mode of enforcement, to one of peace keeping and order maintenance.[6]

Since the mid 1980's, community oriented policing, or similar philosophy of policing, has become the policing strategy of hundreds of law enforcement agencies across the nation. With this change in philosophy came a new approach to dealing with crime related issues. Law enforcement now focused on solving problems dealing with: quality of life issues, fear of victimization and the root causes of crime.[7] The traditional policing definition of crime prevention, historically equating to target hardening, changed to one of problem identification and solution. While initially viewed as soft on crime, community policing enforcement and suppression activities have become more proactive and specifically target problem locations and individuals in the community.

Building on Community Policing

Police agencies have implemented the philosophy of community policing using a variety of methods. Primary among these is the refocusing of the department's overall philosophy and operations in order to view the community not only as a partner but as a consumer of the department's services.[8]

This issue of the community being consumers of police services was noted by freelance writer Harvey Rachlin in 1997 when he wrote:

> Community policing has grown to be more than just a philosophy calling for the police to cooperate with the public in addressing crime problems. Today, police agencies are beginning to mirror financial, telecommunications, and other industries and institutions by offering various "products" other than their core services to satisfy the ever-changing public.[9]

As law enforcement continues to move forward with a community policing strategy , more and more issues that are considered not the role of the police are being addressed. In response to these changing expectations by today's society, police agencies are exploring, adopting and implementing a variety of innovative approaches to meet these new mandates. With law enforcement serving as the catalyst, a number of new strategies have emerged across the country.

Recognizing the expanding growth in our nation's youth population, ages ten to seventeen, police agencies across the country are adopting new strategies to deal with youth issues. One of the more successful strategies in dealing with the prevention of youth related crimes, both as suspects and victims, has been the implementation of a recreation component in the department's structure. An example of this concept of recreational activities for youth is the model established by the Redlands Police Department.

In 1997, the City of Redlands combined the City's recreation services with their Police Department to increase the preventative nature of their crime reduction strategies.[10] As part of

this strategy, the Department implemented two after school recreation based activities: Rec-on-Wheels, a mobile recreation program consisting of civilian and sworn members serving youth in a targeted neighborhood, and Rec-N-FX, a program held at local middle schools. The potential for these types of programs to have a significant impact on the reduction of crime and delinquency is quite apparent. In 1999, these after school recreation based activities had a direct correlation to a 10% drop in major crime during after school hours in the areas served by these programs.[11]

Another growing population in our country is the senior population. A rapid increase in the older population is expected between 2005 and 2030 as the baby boomers reach age sixty and older. While seniors have historically had a low criminal victimization rate, this trend is unfortunately changing. During recent years, growing numbers of seniors have fallen victim to physical and mental abuse, neglect, financial exploitation, scams and frauds.[12]

Serving the policing needs of this segment of the community is often difficult and challenging to law enforcement. To meet these needs, police agencies have formed special units to investigate crimes against seniors. Also, specific training to deal with issues concerning the elderly is being developed and presented to officers. A number of police agencies throughout the country have also implemented programs to assist in the safety needs of their seniors. Given a multitude of names, the basic premise of these programs is to routinely check on the welfare of the senior, either with a telephone call or personal visit by an officer or volunteer.

Although the senior segment of the community can pose unique challenges to law enforcement, they can also serve as a huge resource pool for the department. Many police agencies have instituted volunteer programs in which seniors assist the department in a variety of non-hazardous duties, such as: vacation house checks, traffic control, extra patrols and towing abandoned vehicles. The benefits of these programs are significant to the department. More

importantly, they provide the senior with an opportunity to make a valuable contribution to the community which has a positive impact on their well being.

Issues involving homeless individuals is another growing problem area law enforcement has been tasked with addressing. In years past, many of these individuals were arrested for vagrancy, drunk in public or simply provided with ride to another town to solve the problem. Changes in laws and increasing numbers of these type of individuals has forced police agencies to develop innovative strategies to deal with this issue. One such program was implemented by the Fontana Police Department. The program, called Transient Enrichment Network (TEN-4), is designed to provide food, shelter, clothing and job referrals to homeless subjects found in the city. To be eligible to participate, individuals must cooperate with the police and those agencies who are providing aid and follow through with recommendations and programs to improve their situation. This approach has been successful in addressing the welfare of these subjects and lowering the number of criminal and nuisance incidents they are involved in.[13]

In an effort to have a positive impact on the quality of life in the community, the relationship between blight and crime is a relatively recent issue being addressed by law enforcement. While most police executives would probably agree criminal activities tend to be higher in a neighborhood where blight and decay is prevalent, few have placed their department in a position to take action and resolve the problem. To address this very problem, the City of Redlands, in 1996, created the Redlands Neighborhood Improvement Team. This team is a multi-disciplinary task force with representatives from: Police, Fire, Human Services, Utilities and Community Development whose mission is to reduce crime and other neighborhood problems by attacking blighted conditions in the city. In September 1997, the Redlands Police Department consolidated the city's Housing Department with the department, naming it the Community

Services Bureau. This consolidation furthered the effectiveness of the project and resulted in a more logical and collaborative approach to addressing the issue.[14]

As law enforcement has moved forward in the community policing model, many collaborative efforts and programs have emerged to address the issue of crime suppression and intervention. In recent years, stronger partnerships have been formed between police agencies and parole and probation departments. These new partnerships have led to the formation of teams of police officers with personnel from these agencies. The tasks of these teams range from: monitoring the activities of the parolee or probationer and arrest for violations, to assisting the subject in finding a place to live and/or employment. An example of such a partnership is the Drug Court Liaison Officer position in the Redlands Police Department. Implemented in mid 1999, the duties of the officer range from screening of potential clients and making recommendations to the court on their suitability for the program, random home searches and testing of clients to arranging and participating in recreational activities with program participants and their families.[15]

<div align="center">Summary</div>

Law enforcement has made great strides in the past fifty years in the manner, type and level of services it provides to the community. Moving from the traditional concepts of policing into the current philosophy of community policing has greatly legitimized the role of law enforcement as peace keepers in the community. Presently, law enforcement has the ability to build on these successes and place itself in a position to significantly impact the future nature of services it provides.

CHAPTER TW0

FORECASTING THE FUTURE

Introduction

The purpose of this chapter is to describe the futures research methodology used in the

current study. Additionally, this chapter focuses on forecasting what the future might be like five

years into the future relative to the issue of what model of law enforcement services will be

expected of a moderate sized police agency.

Forecasting involves the identification of those trends and events that could have some

type of influence on the future of a particular issue. In this instance, such forecasting is a

projection of what could happen that may either positively or negatively influence the model of

law enforcement services expected of a moderate sized police agency.

Forecasting Relative Trends and Events

In order to identify trends and events for a future analysis, a Nominal Group Technique

(NGT) was utilized. The NGT panel was constructed in such a way to represent diversity,

knowledge and stakeholdership with the issue. NGT panel members were selected from both the

public and private sectors. The panel consisted of nine members, in addition to the facilitators and

a recorder (see Appendix A).

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The NGT was conducted at the Redlands Police Department Annex on Wednesday, October 18, 2000. The process began at 9 A.M. and concluded at approximately 2 P.M., during which time the nominal group technique was employed to identify potential trends and events that would affect the stated issue. At the beginning of the process each participant was provided with an agenda and a handout that discussed the issue statement and definitions and differences between a trend and event. The handouts were discussed at length so all participants had an opportunity to have any questions answered about the issue as well as the NGT process.

Trend Identification from the NGT

During this phase of the NGT the facilitators solicited potential trends from each of the panel members until such time as it appeared they had exhausted their ideas. A trend was identified as a series of events that begin to show a definite pattern. The identified trends were recorded on an easel and posted in view of the panel.

After the forty five original trends were posted, there was a discussion among the panel members of the trends for purpose of clarification. As a result of the clarification process, sixteen trends were combined with others, narrowing the list to twenty nine trends for further consideration (see Appendix B). After the discussion, the panel was asked to select the top ten trends. After the first round of voting, the panel chose seven top trends, with five trends tied for the remainder of the list. After a short discussion, a second vote was then taken to determine the other three trends to complete the list.

Selected Trends for Forecasting

After the distillation process, the top ten trends were prioritized by the panel in rank order beginning with the trends they felt were most important. Each NGT panel member did this individually, ranking the ten trends on a worksheet provided by the facilitators. The facilitators then tabulated the worksheets to determine the final order. The final list of trends in order were:

1. Demand for Comprehensive Approach for Crime Control

2. Concerns for Hiring Qualifications, Standards and Practices

3. Changing Demographics Affecting Law Enforcement

4. Level of Public Trust of Government Agencies

5. Demand for Police Legitimacy

6. Level of Political Involvement to Obtain Funding

7. Level of Local and Grant Funding

8. Fear of Crime

9. Perception of Profiling

10. Use of Technology by Criminals and Law Enforcement

Trend Forecasting

A group discussion followed the ranking process to insure all panel members were in consensus regarding the meaning of each trend. After the discussion, the panel engaged in trend level evaluation using a form provided by the facilitators. Each panel member was asked to forecast what the trend level was five years ago, what they will be five years from now, and what they will be ten years from now. The reference level was established as today, the year 2000, equaling one hundred. Each panel member was also asked to assess the impact the trend would

have on the issue if it occurred, using a scale of -10 to + 10. When the panel members completed their forecasts, all data was returned to the facilitators and collated.

TABLE 1

TREND ANALYSIS

Trend # and Statement	5 years ago	Today	5 years from now	10 years from now	Impact -10 to 10
1. Demand for Comprehensive Approach for Crime Control	21	100	158	196	10
2.Concerns for Hiring, Qualifications, Standards and Practices	46	100	171	183	8
3. Changing Demographics Affecting Law Enforcement	54	100	140	163	5
4. Level of Public Trust of Government Agencies	69	100	122	131	-2
5. Demand for Police Legitimacy	57	100	138	173	7
6. Level of Political Involvement to Obtain Funding	61	100	143	174	8
7. Level of Local and Grant Funding	72	100	119	128	5
8. Fear of Crime	87	100	134	150	5
9. Perception of Profiling	42	100	124	139	-3
10. Use of Technology by Criminals and Law Enforcement	31	100	146	179	6

Analysis of Trends

Trend #1:   Demand for Comprehensive Approach for Crime Control

The panel felt that police agencies will need to provide a wider variety of services and

become involved in more collaborative efforts in order to have an impact on crime. Implementing programs in the social services arena, such as: recreation, senior programs, and citizen involvement, combined with the concepts involved in Community Policing were discussed by the panel. This trend was viewed as having a significantly positive impact on the issue.

Trend #2:   Concerns for Hiring, Qualifications, Standards and Practices

The panel agreed there is a growing concern over the quality of employee hired by police agencies. The panel's discussion focused on the increasing concern and need for a more selective process by which officers are screened and what minimum educational qualifications should be required. The panel felt this trend would have strong positive impact on the issue.

Trend #3:   Changing Demographics Affecting Law Enforcement

The panel felt this trend would have a positive impact on the services provided by law enforcement. It was agreed services would need to expand to cope with projected increases in population of youth, seniors and non English speaking citizens. New programs would need to be implemented to meet the needs of various ethnic and/or socio-economic groups in the community.

Trend #4:   Level of Public Trust of Government Agencies

The panel agreed there is an increasing lack of trust, by certain segments of the public, of government agencies. The panel's discussion focused on mistrust being on the rise, which is reflected in the values given to this trend. The panel agreed there is a possibility of more and /or tighter constraints being placed on law enforcement, resulting in a negative impact on the issue.

Trend #5:   Demand for Police Legitimacy

The panel felt that in light of the recent scandals involving various police agencies throughout the country, a greater demand will be placed on law enforcement personnel to act in an ethical, moral, and professional manner. The panel agreed most officers will be able achieve

this mandate. It was agreed that this would have a positive impact on the issue.

Trend #6:   Level of Political Involvement to Obtain Funding

The panel believes that law enforcement as a whole will become more politically active in regards to monetary issues. This increased interaction in the political realm has the potential to lead to increased or additional funding of services which would impact the issue in a positive manner.

Trend #7:   Level of Local and Grant Funding

The panel discussed this as a positive impact on the issue, believing that there will be an improved financial outlook for the local economy, along with more opportunities to obtain grant funding. The panel felt that more money will be available in the next several years to start new and expand existing law enforcement services in the community.

Trend #8:   Fear of Crime

The panel felt even though there is a current decline in the crime rate, many citizens are still fearful of being victimized. This fear of potential victimization is not necessarily good for the community, but it could be the catalyst for more resources and revenues being allotted to the department. For this reason, this trend was viewed as having a potential positive impact on the issue.

Trend #9:   Perception of Profiling

The panel discussed the issue of racial, behavioral, and socio-economic profiling by police officers. The panel felt the perception of profiling actually occurring is on the rise and that this trend will continue. While the actual use of profiling may be on the decline, it is still viewed by many as an inappropriate tool used by law enforcement to target select individuals or groups. This trend is viewed as having a negative impact on the issue.

Trend #10:   Use of Technology by Criminals and Law Enforcement

The panel acknowledged, that while the growing use of improved and high technology

devices by criminal parties is not in itself a good thing, there are positive outcomes for law

enforcement. The panel believes police agencies will obtain high tech equipment to conduct

investigations, track offenders, track crime hot spots, plan enforcement strategies, and the like..

Agencies having the appropriate computer equipment will be able to offer a variety of on-line

services to its citizens, making the department easier to access and improving service delivery.

Event Identification from the NGT

During this part of the NGT process the facilitators solicited potential events from each of

the panel members until such time as it appeared they had exhausted their ideas. Two types of

events were defined by the panel. The first type of events were those that are brief, one-time

occurrences. The second were trend based events that reflect significant movements where this

event turned the direction of a trend. The identified events were recorded on an easel and posted

in view of the panel.

After the original thirty seven events were posted, there was a discussion among the panel

members of the events for purpose of clarification. As a result of the clarification process, two

events were combined with other events, bringing the list down to thirty five events (see

Appendix C).

After the discussion, the panel was asked to select the top ten events. After the first round

of voting, the panel chose eight top events, with five events tied for the remainder of the list.

After a short discussion, a second vote was then taken to determine the other two events to

complete the list.

Selected Events for Forecasting

Finally, the top ten events were prioritized by the panel in rank order beginning with the event they felt was most important. This was accomplished by each panel member individually ranking the ten events on a worksheet provided by the facilitators. The facilitators then tabulated the sheets to determine the final order. The final list of events in order of ranking were:

1. Major Inappropriate Law Enforcement Incident

2. Another Columbine Type Incident

3. Large Scale Civil Disobedience/Riot

4. County Law Enforcement Services Regionalized

5. Legalization of Drugs

6. Moratorium on Correctional Facilities

7. 3 Strikes Law Repealed

8. Juvenile Hall Shut Down

9. Domestic Terrorist Attack

10. Proposition 21 Upheld in Court

Event Forecasting

A discussion followed the ranking process to ensure all panel members were in consensus as to the meaning of each event. Following the discussion, the group engaged in event probability evaluation using a form provided by the facilitators. Each panel member was asked to determine the first year that the probability of an event occurring first exceeded zero, then to rate the probability of the event occurring five years and ten years from now. Each panel member was also asked to assess the impact the event would have on the issue if it occurred, using a scale of

-10 to + 10. When the panel members completed their forecasts, all data was returned to the facilitators and collated. Mean values were used for the calculation of this analysis.

TABLE 2

EVENT ANALYSIS

Event # and Statement	Years until probability first exceeds zero	Probability 5 years from now	Probability 10 years from now	Impact -10 to +10
1. Major Inappropriate Law Enforcement Incident	1	51	93	-5
2. Another Columbine Type of Incident	3	43	63	-5
3. Large Scale Civil Disobedience/Riot	5	19	46	-2
4. County Law Enforcement Services Regionalized	7	0	43	5
5. Legalization of Drugs	7	0	28	-5
6. Moratorium on Correctional Facilities	6	0	26	-5
7. 3 Strikes Law Repealed	6	0	36	-4
8. Juvenile Hall Shut Down	7	0	16	-8
9. Domestic Terrorist Attack	4	23	34	0
10. Proposition 21 Upheld in Court	2	62	86	5

Analysis of Events

Event #1:   Major Inappropriate Law Enforcement Incident

The panel unanimously agreed that there is a very strong likelihood of a major inappropriate law enforcement incident occurring in the local area in the foreseeable future. The panel's examples were an incident similar to the highly publicized beating of Rodney King by

officers from the L.A.P.D., an unwarranted high speed pursuit ending in a fatal collision or the shooting of an unarmed person who posed no obvious threat to the officer(s). This event was viewed as having a negative impact on the issue.

Event #2:   Another Columbine Type of Incident

The panel felt there is a strong possibility of having an incident occur at a school in the local area similar in nature to the school shooting at Columbine. The panel recognized the very real threat of this type of incident occurring and were concerned as to how law enforcement would respond. This type of an incident was viewed as having a negative affect on the issue.

Event #3:   Large Scale Civil Disobedience/Riot

The panel believes there is the likelihood of having a large scale incident of civil disobedience or a riot in the Southern California region. The panel had varying views as to what would be the catalyst for the incident, such as: a protest getting out of hand or an unpopular verdict in a highly controversial case involving the police. The occurrence of this event was viewed as having a slightly negative impact on the issue

Event #4:   County Law Enforcement Services Regionalized

The panel felt there was a possibility of the regionalization of law enforcement services in the county (San Bernardino), but this would not occur for several years. The panel viewed this as having a positive impact on the issue, as it could mean a higher degree of service for many areas of the county.

Event #5:   Legalization of Drugs

The panel felt there is a slight possibility that currently outlawed drugs may be legalized, but this would not happen for a number of years. The panel felt legalizing drugs would have a negative impact on the issue, as it would create more problems than it would solve or prevent.

Event #6:   Moratorium on Correctional Facilities

The panel believes there is the possibility of some form of political action taking place, which results in a moratorium being placed on the construction of correctional facilities in the state. The panel agreed that such an event would have a negative impact on the issue.

Trend #7:   3 Strikes Law Repealed

The panel felt that there is a potential to have California's 3 strikes law repealed by the voters. The panel had varying opinions as to when this may actually occur, but all agreed it would have a negative impact on the issue.

Trend #8:   Juvenile Hall Shut Down

The panel discussed the current problems faced by the San Bernardino County Juvenile Hall, relating to overcrowding and not meeting certain state mandates and requirements. Based on these problems, the panel agreed there existed a remote possibility that the facility would be shut down by the state. All agreed that this would negatively impact the issue.

Trend #9:   Domestic Terrorist Attack

The panel believes there exists the potential for a domestic terrorist attack to occur within the Southern California region during the next few years. While the panel agreed that this type of an incident would be tragic, it was the consensus it would not significantly affect the issue.

Trend #10:   Proposition 21 Upheld in Court

The panel discussed the current court challenges to the legality of Proposition 21 and the implications of prosecuting more juveniles as adults. This law allows for minors, charged with certain offences, age fourteen and older to be tried in adult court without a fit and proper hearing. The panel felt this law would withstand the court challenges, with these results having a positive impact on the issue.

Cross Impact Analysis

After completion of the NGT process, an event-to-trend cross impact matrix was completed by the facilitators and a panel member to assess the impact of one event's occurrence upon each of the identified trends. An impact value scale ranging from -100 to +100 was utilized to establish this assessment. The facilitators and a panel member completed the forms individually and the results were compared. Each cross impact rating was discussed until consensus was obtained. The facilitators estimated if the occurrence of each key event may increase, decrease, or may have no impact upon the projected probability level of the ten key trends.

Analysis of the Event-to-Trend Cross Impact Matrix

The event-to-trend cross impact revealed that of the one hundred fields in the matrix, seventy six indicated an impact of specific events on the listed trends (fifty two positive and twenty four negative), while twenty four showed no direct impact on the analysis. The fact there was an impact in seventy six fields indicates there was a strong relationship of the events to the listed trends relevant to the issue. The analysis identified several events which could have a significant positive or negative impact on the selected trend.

Of particular interest was the potential positive impact between Event 1: Major Inappropriate Law Enforcement Incident and Trend 2: Concern for Hiring, Qualifications, Standards and Practices and Trend 5: Demand for Police Legitimacy. It was the opinion of the panel that while an inappropriate incident would initially be viewed in a negative manner, the long term result could actually be positive in regards to the trend examined. This opinion was based on the fact that historically after such an incident law enforcement works to identify ways to prevent future occurrences. The panel felt improved hiring standards and training practices were

paramount to preventing future occurrences of these type of incidents. The panel also discussed the fact that after such an incident, there is always increased dialogue between law enforcement and various members and segments of the community. While these dialogues do not always resolve issues, they do have the ability to help legitimize the role and position of the police in the community.

Two other events having a potential positive impact on the examined trend were Event 6: Moratorium on Correctional Facilities and Event 8: Juvenile Hall Shut Down, both impacting Trend 1: Demand for a Holistic Approach for Crime Control. The panel felt that should either of these events occur, there would be a definite need to identify alternatives to incarceration as means of controlling crime. The implementation of crime control measures involving prevention and intervention strategies were identified as logical solutions to this problem. It was also believed the adoption of these strategies would be in the best interest of law enforcement and the community.

Two events expected to have potentially negative impacts were Event 6: Moratorium on Correctional Facilities and Event 7: 3 Strikes Law Repealed, both impacting Trend 8: Fear of Crime. The panel agreed that if either of these events took place it could likely cause the fear of crime to rise. The panel felt the perception of the community as to its level of safety was a direct reflection on the law enforcement agency. An increase in the fear of crime has the potential to be viewed as law enforcement not providing appropriate services to the community.

TABLE 3
EVENT TO TREND CROSS IMPACT ANALYSIS MATRIX

EVENT TO TREND CROSS IMPACT MATRIX	MAXIMUM IMPACT (Maximum % of change)									
	T1. Demand for Holistic Approach for Crime Control	T2. Concerns for Hiring, Qualifications, Standards and Practices	T3. Changing Demographics affecting law enforcement	T4. Level of Public Trust of Government Agencies	T5. Demand for Police Legitimacy	T6. Level of Political Involvement to Obtain Funding	T7. Level of Local and Grant Funding	T8. Fear of Crime	T9. Perception of Profiling	T10. Use of Technology by Criminals and Law Enforcement
E1. Major Inappropriate Law Enforcement Incident	+20	+65	0	-20	+75	0	-10	-20	-25	+20
E2. Another Columbine Type of Incident	+35	0	0	-10	+5	+10	+25	-40	0	+20
E3. Large Scale Civil Disobedience/Riot	+15	+10	-10	-30	+20	+5	+15	-40	-5	+25
E4. County Law Enforcement Services Regionalized	+20	+25	+10	-5	+25	+30	+10	+10	-5	+20
E5. Legalization of Drugs	+10	+10	+45	-5	+5	+10	+10	-15	0	+15
E6. Moratorium on Correctional Facilities	+80	+15	-25	-5	+15	+45	+15	-70	0	+50
E7. 3 Strikes Law Repealed	+15	0	-10	-10	0	+15	+10	-65	0	+35
E8. Juvenile Hall Shut Down	+80	0	-5	-15	0	+30	0	-40	0	+50
E9. Domestic Terrorist Attack	0	0	0	-15	0	+40	+10	-25	0	+15
E10. Proposition 21 Upheld in Court	+10	0	0	+10	+10	0	0	+25	0	0

Future Scenarios

Based on the information developed during the Nominal Group Technique process, three possible futures scenarios were developed. The three styles of scenario writings used in this study are:

- Pessimistic (Worst Case or Least Desired Future)

- Normative (Status-Quo or Surprise Free Future)

- Optimistic (Best Case or Most Desired Future)

Each scenario is set in the fictitious city of Futureville, California, five years into the future.

Scenario One - A Pessimistic Future

This scenario assumes the occurrence of event number one, major inappropriate law enforcement incident and event number three, large scale civil disobedience/riot and the corresponding effect of candidate event number ten, elimination of state and/or federal grant funding and trend number five, demand for police legitimacy, thus creating a least desirable future.

Futureville, California
June 13, 2006

As the sun begins to rise, plumes of smoke can be seen billowing from numerous locations around the city. For three days straight the city has been a virtual war zone. Stores have been looted and burned, cars overturned, innocent motorists stopped in the middle of the street by roving bands of juveniles being pulled from their cars and beaten nearly to death. Police officers and firefighters are the targets of random sniping, with several dozen injured. With the arrival of nearly two thousand police officers from throughout the state in the last twenty four hours, the

violence has finally begun to subside and officials are slowly beginning to bring order back to the city.

What started this civil unrest which ultimately resulted in hundreds of persons being arrested, scores injured and millions of dollars of property damage? The answer is simple, another inappropriate major use of force incident by a local police officer. It all began last Tuesday evening when Officer Skip Nobraines stopped a motorist for allegedly speeding and running a red light. Soon after stopping the motorist, Officer Nobraines reported that the subject flung the car door open, striking him in the legs and knocking him to the ground. In response to this assault, Officer Nobraines physically removed the driver from the car, having to use control holds to gain compliance and affect an arrest. After subduing the driver, Officer Nobraines placed the subject in handcuffs and escorted him to his police unit without further incident. As he was assisting the suspect into the rear of the police unit, Officer Nobraines claims he was attacked by a group of six males for no apparent reason. Fearing for his personal safety, Officer Nobraines drew his firearm and fired several shots at his attackers, striking two in the back.

This is the version of the incident reported by Officer Nobraines to his supervisor, who arrived at the scene to find dozens of hostile subjects spilling onto the street, yelling obscenities and throwing rocks and bottles at the officer. Additional officers were called to the scene as the violence escalated into full scale rioting, a tragic repeat of the civil unrest that took place in the Los Angeles area in the early 1990's.

Six months later.... Having completed an in-depth investigation and review of the civil disobedience that rocked the city in mid June, the State and Federal Justice Departments released their findings today. Independent investigations by both agencies found that Officer Skip Nobraines was actually the perpetrator of an unprovoked assault on the motorist he had stopped.

Testimony from dozens of civilian witnesses contradicted the officer's version of the events as to what took place that evening in June. Testimony from the witnesses revealed that the officer, for no apparent reason, forcibly drug the driver out of the car and began to beat him repeatedly with his flashlight. The driver, a twenty four year old paraplegic, offered no resistance and did nothing to defend himself during the attack. After handcuffing the subject, the officer wrestled him to the rear of the police unit and threw him into the car. As angered onlookers questioned the officer's action, he drew his firearm and fired several shots at the crowd. What followed was nearly a week of rioting and civil disobedience.

As a result of the findings by the Justice Department, the City of Futureville will be prohibited from applying for and receiving any form of state or federal grant assistance for a period of five years. Additionally, any current grants will be immediately suspended and funding terminated. Police Department leaders for the City of Futureville had little comment about the sanctions levied by the Justice Department, but did confirm the city plans to appeal the ruling.

In an effort to prevent future similar incidents, the Justice Department report included several recommendations for the City of Futureville in regards to programs and services to address problems of crime and disorder in the community. Most notable were those programs involving police and youth. The report recommended the implementation of after school neighborhood recreation programs, expanded police involvement in middle and high school education programs and mentoring of problem youth by officers. The Justice Department based these recommendations on recent studies showing youth who are involved in positive activities after school are much less likely to become involved in criminal or problem behavior.

As for Officer Nobraines, he retired from the police department as a result of a back injury sustained during the riots.

Scenario Two - A Status Quo Future

This scenario focuses on trend number six, level of political involvement to obtain funding,

trend number seven, level of local and grant funding, and several other candidate trends. This

scenario projects an extension of the past, into a relatively surprise free future, with no significant

change to the progression of the subject trends.

Futureville, California
June, 2006

"As you all know, the City Council recently approved the proposed budget for the next

fiscal year," the Chief states as he begins the usual Monday afternoon Executive Staff meeting.

"This next year's budget is about seven percent higher than last year and most everything we

asked for was approved," the Chief tells the staff. "Looks like the city is finally reaping the

rewards of the taxes generated by those home improvement stores that went in a few years ago,"

comments the Support Services Commander. "That's part of it, plus the new car dealerships and

the fact all those old development debts have been paid off," states the Chief.

With the new budget in hand, the Executive Staff begins the process of prioritizing

previously submitted requests for equipment, training and special programs. As the staff

considers these requests, the Chief reminds them that as in the past four years, the Council has

approved two additional officer positions to be assigned specifically to the Community Policing

Bureau. Also, they approved the funding of an additional officer assigned to the Substance Abuse

Unit and three part-time recreation leaders.

"Why is the Council being so generous in adding positions?" asks the Patrol Lieutenant.

"As the City Manager explained to me," replies the Chief, "the Council has been extremely

impressed with how this Police Department serves this community." "They are especially happy

about our continued downward trend in major crimes, even though the crime rate has gone up all around us," states the Chief. "They have come to understand if they add employees assigned specifically to our prevention and intervention programs while crime is down, we will have a better chance to keep it low, rather than trying to throw resources at the problem once it has risen," adds the Chief. "Sounds like they finally realize what we are doing in the Department does have a positive impact on lowering crime and making the city a better place to live and work," comments the Patrol Lieutenant. "You are right," replies the Chief, "and it didn't hurt to have the juvenile crime rate rise eighteen percent in the region, while we saw it decrease by another six percent," the Chief adds.

"I know the hard facts and numbers had some impact on the Council's final decisions, but having been present at the budget hearings, I think the public comments about the Department's positive impact on so many lives played a huge role in the process," interjects the Support Services Commander. "You are right, having graduates from the Parent Project, Citizens Academy and Drug Court, along with participants from our senior programs and kids of all ages stepping up to the mic to address the Council and praise the efforts of the Department was pretty persuasive," comments the Chief.

"Okay, let's get down to business," interrupts the Deputy Chief, "we have a number of spending requests to review and I want to be able to start ordering equipment on the first of July," he adds.

As the Executive Staff continues to review requests, the Chief thanks them for their hard work and reminds them of the upcoming team building workshop scheduled for the next week.

Scenario Three - An Optimistic Future

This scenario assumes the positive impact of trend number one, demand for

comprehensive approach for crime control, trend number five, demand for police legitimacy, trend

number ten, use of technology by criminals and law enforcement, along with candidate event

number twenty, POST regionalized training facilities, thereby creating a favorable future.

Futureville, California
June 5, 2006

As Officer Derrick Mellow and Officer Deb Doright begin their shift, each is silently

reflecting on the recent training they have just completed at the California Peace Officer Standards

and Training Regional training facility. Located in San Bernardino County, this regional facility is

one of fifteen locations throughout the state. Their course of training during this session dealt

with: cultural diversity, ethical decision making, defensive tactics, legal update, responses to "non-

traditional" calls for service, critical incident management, and personal health management.

Established in January 2005, as part of the California Law Enforcement Training Act,

these regional training facilities provide standardized basic law enforcement training to all peace

officers throughout the state. In addition, they present mandated annual training classes, legal

updates and re-certification courses.

The silence in the unit is quickly broken by the sound of the alert tone on the radio, "One

Paul Ten, report of a man down, seventeen hundred block of Lost Souls Road, One Paul Ten

your call is Code Three." Activating the emergency lights and siren of the unit, Officer Doright

heads in the direction of the call. Officer Mellow acknowledges the call and confirms the quickest

route to the scene using the Rapid Response mapping system on the Mobile Data Terminal

(MDT). Officer Mellow also queries the computer for recent activities at the location, learning

there have been several assaults on officers in this area in the past two weeks, along with numerous false emergency calls.

Driving down Lost Souls Road, Officer Doright observes a group of the local homeless population frantically running into the street in front of the unit. Slamming on the brakes to avoid hitting them, Officer Doright brings the unit to a stop in the middle of the street and exits. As Officer Doright contacts the subjects, Officer Mellow advises dispatch of their arrival, and quickly scans the scene for signs of danger.

Approaching the group, Officer Doright observes a male subject, whom she recognizes as Rick Roderasch, face down in the middle of the street. "Drunk out of his mind again," she mutters to herself as she kneels down to check him for injuries. To her amazement, she does not smell any alcoholic odor on the man, nor detect the usual signs of intoxication. When she asks him what happened, Rick tells her he was crossing the street when a large black truck sped past him and he jumped out of the way to avoid being hit. In doing this, he tripped and fell, injuring his right leg and shoulder. "Wow," she says to herself as she is thinking, "that is the most complete and coherent conversation I have ever had with this guy. What is going on with him?"

As the paramedics rendered aid to Rick, the officers continued to talk with him, learning he had stopped drinking about two weeks earlier. When they ask him what caused this change in his lifestyle, Rick tells them of his contact with Officer Al Compassion. Officer Compassion had found Rick in a near death state of drunkenness late one evening. Instead of arresting and holding him until he was sober, as was the usual routine, Officer Compassion had taken Rick to one of the newly opened Substance Abuse Rehabilitation Centers, funded through the local United Way. "You know," says Rick, "Officer Al was the first cop in this town who ever treated me like a person, not just another homeless drunk cluttering up the sidewalk."

Having ascertained Rick did not need further medical attention for his injuries, the officers offer to give him a ride back to the center. As they drop him off, each officer shakes his hand, congratulating him and wishing him continued success in his struggle to remain sober.

Driving away from the center, Derrick says to Deb, "man that was weird, I never thought I would see him sober, much less would I be shaking his hand and wishing him well." "Yeah, I know" replies Deb, "there goes an easy arrest stat down the tubes." "You know Al went to the POST training in May and I bet he used that stuff we learned about non-traditional policing services and ethical decision making when he dealt with Rick that night," states Derrick. "Yeah, I bet he did," replies Deb. " I didn't think about it at the time, but seeing the difference it made with Rick makes me a believer." "I actually feel good about the way we were able to handle the call with him tonight," states Deb. "It seems strange to say, but since the department changed to a more collaborative approach to handling problems like Rick, I think we're really making a difference out here," replies Derrick. "Yup, it sure helps having so many community based partnerships and programs to turn to so that we can actually make a difference in someone's life," replies Deb. "Yeah, things sure have changed since we started back in 1985," states Derrick.

"Speaking of change," states Deb, "let's swing by the Hampton Housing Projects, the folks from the Rec Staff are supposed to start a new afternoon program there today." "Okay," replies Derrick, "maybe we will have enough time to whip them kids in a game of hoops before our next call."

The conversation between Deb and Derrick is interrupted by the call waiting alert on the MDT as they are dispatched to their next call. As Derrick reads the call, a report of an out of control seven year old male fighting with his parents, he begins to think of alternative ways to handle the problem and community resources he can refer the parents to for assistance.

Summary

For law enforcement leaders, the ability to forecast the future can be of vital importance to the success of their agency and the safety of the community they serve. While the future cannot be predicted, there are reliable techniques to forecast what it may hold. In this chapter the Nominal Group Technique was used to identify trends and events of relevance to the issue. Based on the identified trends and events, a cross impact analysis was conducted and three potential future scenarios developed. Using these scenarios as reference, law enforcement leaders can work to advance or prevent the occurrence of such issues as they move their agency into the future.

CHAPTER THREE

STRATEGIC PLAN

Introduction

The purpose of this section is the development of a plan to implement a comprehensive

model of law enforcement services. This section will include a description of the model and the

elements of the plan, including: situational analysis, organizational analysis, stakeholder

identification and analysis, strategy development and implementation.

The plan will be offered in a generic form, using the fictitious agency of the Futureville

Police Department. The Futureville Police Department is located in the Inland Empire region of

Southern California. This fictional department is comprised of one hundred sworn officers and

sixty full and part-time civilian members, as well as over 125 volunteers who serve in a variety of

capacities. The department presently functions under a community policing philosophy and works

closely with the community.

A New Model of Police Services

At the present time, law enforcement is in a position to make significant strides in the type

of service(s) it will provide in the future. To best serve the needs and future expectations of our

communities, police agencies will need to adopt a comprehensive model of law enforcement

services. For the purpose of this plan, the term comprehensive model is used to describe the

concept of integrating traditional police functions and duties with other community based programs and services of a social nature. While police agencies may choose a variety of names for this model, the basic concept would remain constant.

Under this model police agencies will continue to provide services tied to traditional policing roots, proactive routine patrols, response to emergency calls, investigation of past crimes and arrest of criminal suspects. This new model will add services of a social and preventative dimension, such as: recreation programs for youth, services to assist seniors, and housing services. Additionally, police agencies will play a greater role in intervention programs like: Drug Court, Domestic Violence Court, and Police-Parole Teams.

To some, this model may appear to be even softer on crime issues than what community policing was viewed as when first introduced. The fact is, it is not. This model, building on the community policing philosophy, works to attack crime and related problems at its roots. This model utilizes the concepts of prevention, intervention and suppression as methods to accomplish this goal. Properly implemented, this model has the ability to have a significant impact on lowering the level of crime in the community, while reducing the fear of victimization and improving the quality of life for all citizens.

Community policing has already been recognized and implemented by law enforcement as an effective strategy for focusing law enforcement's energy and resources on the underlying conditions that often give rise to crime. The strength of community policing comes from the ability to involve members of the community in a collaborative effort, focusing them on common issues, to improve the quality of life within the community they live and work.

The next logical step for a police agency, when dealing with the question of what type of law enforcement services are expected, would be the implementation of a comprehensive model

of police services. As a community policing philosophy, providing services under a comprehensive model allows law enforcement to concentrate on the prevention, intervention and suppression of criminal and problematic behaviors, while also focusing on quality of life issues.

It is the intent of this plan that this model of service will meet the needs of and expectations placed on a moderate sized law enforcement agency in the year 2006. The concept and plan is designed to be flexible to meet the varying changes and challenges the future holds for California law enforcement agencies.

Scenario Review

The future scenarios selected for this project illustrated several significant themes which were of a concern to the NGT panel. Each scenario contained one or more trends and/or events which the NGT panel felt would have a potential positive or negative impact on the issue. Even though these scenarios are fictional in nature, they do chart realistic futures for police agencies, futures in which agency leaders can play a role in advancing or working to prevent their occurrence.

In reviewing the significant themes illustrated by the scenarios, law enforcement leaders are faced with several challenges in constructing the appropriate vision to guide the strategic planning process of the organization. To be successful in this process, law enforcement executives must recognize the need to position the organization to meet new and impending mandates for service by the public. While this may require law enforcement to make fundamental changes in their philosophies, the long-term results will have a significant impact on crime and quality of life issues in the community.

Situational Analysis

Before attempting any significant change in an organization's direction, the leaders should conduct an analysis of their external environment. Using the "STEEP" model (Social, Technological, Economic, Environmental and Political) a situational analysis was conducted on the current working environment.

Social Issues

Dramatic social changes have taken place over the past few years and many of these changes have directly affected society's view of law enforcement. The level of mistrust of government has also affected the public's views of law enforcement, aided by recent highly publicized allegations of police corruption, brutality and misconduct. Members of the minority community often perceive law enforcement as an oppressor, rather than someone to turn to for assistance. While the implementation of community policing has had a positive effect in bringing the police and the community closer together, there is still much that can be done to improve the level of trust and legitimacy of law enforcement with the public. During the past several years, law enforcement's views of itself and its place in the community have also changed as departments have moved away from traditional policing concepts to those of community oriented policing.

Technical Issues

Advances in technology have been extensive during the past ten years. The use of computers and related high tech equipment has become common place in public agencies. The ability to share data electronically between agencies has improved dramatically and increased

agency effectiveness. Along with the positive influence of high tech, there is also the negative. Criminals are using computers to commit thefts and frauds, and child predators are using Internet chat rooms to prey upon potential juvenile victims. Often the sophistication of the criminal's equipment is greater than law enforcement's, which creates difficulties in investigating these types of crimes. Advances in technology have also led to improved tactical equipment, providing for greater officer safety, and less lethal methods for dealing with armed and/or violent subjects.

<div align="center">Economic Issues</div>

In the early 1990's, California experienced a recession along with the rest of the nation. Coupled with this recession were a couple of natural disasters and the closure of several military bases, all of which placed additional drains on the state's economy. With the recession came the closing of many businesses, the loss of jobs, and reduced housing and property values, which resulted in the loss of tax revenues. This loss of tax money had a negative impact on many police agencies, forcing reductions in services and layoffs of officers.

During the past several years, a modest economic recovery has taken place throughout much of the state. Employment opportunities have expanded as new businesses have moved into the state. Housing and property values are rebounding and consumer spending has increased. All of these factors have led to the improved financial status of government and municipal agencies, which has had a positive effect on law enforcement services. The increased availability of grant funds for manpower, equipment and other programs has also played a role in improving services.

Environmental Issues

The City of Futureville was once known as the naval orange capital of the world. Over the past thirty five years, the vast majority of citrus groves have been removed and replaced by housing developments. The urbanization of this area has been occurring during a time when there are insufficient funds to adequately address traffic, water and air quality problems. During this time of growth, the number of blighted areas has increased within the city. The city has made several attempts to annex outlying areas so it can have some control over future commercial and residential growth.

Political Issues

Even though the region has experienced improved economic stability, there is still a large majority of citizens who will not approve increased funding for public safety services. The demand for government to do more for less is strong, including the area of law enforcement. The lack of trust of politicians, bureaucrats and government entities is obvious. This often results in voters making emotional, rather than rational, choices when deciding important issues affecting public safety.

During the last couple of years, increased outside influences and pressures have come into play on a number of local issues, especially in the area of commercial development. This has pitted long time residents against elected officials, further eroding trust and working relationships.

Organizational Analysis

An examination of the organizational capability of the Futureville Police Department was conducted using a "SWOT" (Strengths, Weaknesses, Opportunities, Threats) analysis.

Strengths

The internal strengths of the Futureville Police Department that will assist in meeting the mission include the following:

- There is strong leadership with a high degree of credibility in the department and the community.

- The community is very supportive of the department.

- All members of the department are committed to excellence, especially in the area of customer service.

- Employees are encouraged to be innovative and to be risk takers.

- The department's structure is based on using resources to solve problems.

- The education level of department members is high.

Weaknesses

The internal weaknesses of the Futureville Police Department to be addressed in meeting the mission include the following areas:

- There are a few members of the department who are resistant to changing from what they view as real police work to those duties dealing with more social issues.

- The perception by some officers that specialty units are staffed at the expense of patrol positions, reducing the number of officers on the street responding to emergency calls.

- Poor communications between bureaus, units, sub-stations, etc., especially when changes are taking place.

- Current salaries and benefits are not competitive, therefore highly qualified candidates do not apply for open positions.

Opportunities

Opportunities that lend themselves to the accomplishment of the issue include:

- There is an increasing demand by the public that public safety organizations become involved in solving problems related to quality of life issues.

- The strong desire of citizens to live in a community where the environment promotes a high quality of life.

- The availability of grant funding for the implementation of non-traditional policing programs focusing on prevention and intervention strategies.

- Regionalization.

- Advances in technology in the areas of communications.

Threats

The Futureville Police Department has the ability to accomplish the implementation of a comprehensive model of law enforcement services. The members of the department are well trained, well educated and have generally proven to be committed to the community policing philosophy. Threats to the issue beyond the control of the department include:

- Elimination or drastic reductions of grant funding.

- Political agendas of the City Council and elected officials.

- Lack of support from other city departments and/or public service agencies that impact collaborative efforts.

- Resistance by the P.O.A. involving changes that may draw funding away from potential pay raises.

Stakeholder Identification

Stakeholders are identified as individuals and/or groups who can have an impact upon the issue, or who are affected by it. During the NGT process the group used the brainstorming technique to generate a list of stakeholders relative to the issue. The group initially generated a list of twenty five stakeholders, which, after a group discussion, was reduced to the top eleven the group felt were most important. The key stakeholders, in no order of ranking, were identified as:

City Council/Elected Officials:

Whether at the city or county level, elected officials will have an impact on the type and level of police services provided. As the citizens demand safer communities, elected officials must decide to either spend money on a traditional law enforcement model or to take a more progressive strategy, that may not show immediate results, but have a greater impact on the problem in the long term.

Police Officer's Association:

Even though there has been a push for community policing since the early 1990's, there are still some officers who feel a non-traditional law enforcement approach is soft on crime. The P.O.A. must be involved in the change process in the planning phases, so they will have a sound understanding of the issue. While the P.O.A. may not be entirely supportive of the change, it is hoped they will not take action to block or hinder its implementation.

Media:

The media can play a critical role in promoting changes in law enforcement programs to the community. The media can assist in educating the public on the implementation of new programs and in informing them of specific program and service availability. They can also damage new programs and services by not supporting them.

Police Executive Staff:

The executive staff of the police department (lieutenant and above) can unfortunately be resistant to change. Often these members have more than twenty years of law enforcement experience and do not see a reason to change. If this is the case, the thinking of these individuals must be changed towards a more contemporary mode. Once this is accomplished, the executive staff will become critical in a successful transition process.

Chief of Police:

The role of the Chief of Police is critical to any attempts to change the type or level of service the department provides. The Chief must take a lead role in the change process, as his /her level of commitment will have a direct correlation to its success. The position of the Chief will have a direct influence on the cooperation of other stakeholders critical to the issue.

Value Based Organizations:

Members of value based organizations, like the United Way, YMCA/YWCA, Family Services, Boy Scouts/Girl Scouts of America, and the faith community, comprise an important segment of the community. Value based organizations can provide needed support to social programs associated with contemporary police services.

City Manager:

The City Manager needs to be informed and educated about changes in police services and how these changes will impact the community. The City Manager is in a position to be supportive of the changes or put a stop to them. The City Manager also acts as the intermediary with the City Council and can be the individual who makes the difference in obtaining political and/or financial support for new police services.

Chamber of Commerce/Business Associations:

Businesses are generally the recipients of more traditional forms of police services. As certain services change, business organizations need to be informed of these changes. They need to be educated on how these changes will affect them in a positive manner, even if some of the results are not readily apparent. The support of these types of groups is important to the success of the issue.

Other Government Agencies:

Other local city departments, county and state agencies are often overlooked when plans are made to change services or programs in the police department. Many of these other departments or agencies have an interest in the issue and need to be informed or involved in the change process. By involving these groups early on in the process, their input and support can be obtained.

Influential Community Members and Special Interest Groups:

Certain community members and groups are recognized as having the ability to strongly influence local issues. Representatives of these groups can provide important insight to the issue and the desires of the community. The support of these individuals or groups can be very important, both politically and financially.

School District:

Schools are a large recipient of law enforcement services. Many of the new strategies aimed at crime prevention and intervention focus on youth. Both police and schools need to be involved in a collaborative process to accomplish these programs successfully. Both public and private schools will need to be included in the process.

<u>Strategy Development</u>

Based on the information gathered in Chapter One and input from the NGT panel, two alternate strategies were identified relative to the issue of the Futureville Police Department implementing a comprehensive model of police services. An analysis of each alternative strategy will result in the recommendation of a strategic plan and an implementation plan.

Strategy One:

The Futureville Police Department does not endorse the concept of providing police services based on a comprehensive model and continues to conduct business in their current manner. This strategy could be acceptable or not acceptable to the community based on their expectations of police services.

Strategy Two:

The Futureville Police Department adopts and implements a comprehensive model for providing police services. This strategy requires the department to take the leadership role in educating the community and training of department members in this new model. The department must also be the catalyst in building collaborative efforts within the community, along with gathering data necessary to make decisions related to services provided.

<u>Strategy Analysis</u>

While each community has different expectations of service from its law enforcement agency, the NGT panel felt law enforcement was currently in a unique position to alter the model of services it provides. The panel felt law enforcement could provide a more effective model by using a comprehensive approach. Based on this, strategy two was chosen to meet the future needs and expectations of the public.

Implementation Plan

Providing police services based on a comprehensive model requires a community wide approach. This model is more than a policing style, but rather a philosophy that involves an organized collaborative effort between many segments of the community. If the Futureville Police Department is to adopt a comprehensive model as a policing strategy, it must prepare the community for this change. The department must provide training to all members of the agency on this strategy, the goals of the new programs and the role of each member.

For this plan to be implemented successfully, the following steps will need to be taken. Step 1. Creation and Adoption of the Strategy:

The specifics of the issue and intended goals must be well defined and clearly stated for all involved. Leaders must have a clear vision of what they wish to accomplish and communicate this to those involved in the process.

Step 2. Establish an Implementation Committee:

This committee will be responsible for identifying key leaders/stakeholders and coordinating their involvement and establishing any required training relative to the issue.

Step 3. Identify and Involve Key Leaders/Stakeholders:

The implementation committee will identify key leaders/stakeholders. These leaders will largely represent policy makers and other individuals who may have some degree of influence over the issue. Once these individuals and/or groups are identified, they will be involved in the change process as their support can be critical to the success of the project.

Step 4. Raise Community Awareness:

Any significant change in the manner in which the police department conducts its business requires that the public be made aware of the change. The community, generally through its

leaders, needs to be informed and/or educated as to the benefits and potential problems of the change. Raising community awareness of the issue is also a way to gather support for the department.

Step 5. Train Department Members:

The implementation of this model of law enforcement services will require a change in the thinking of the officers. Education and training will be a critical step in the transformation of the agency. All department members must have a clear understanding of the principles and goals in this model of policing, along with their role in it.

Step 6. Communicate the Change:

If the change is to occur successfully, the vision must be clearly communicated to the all department and community members. Keeping anyone who has a stake in the issue informed is critical to obtaining their support. These communications can be done in a variety of forums (department meetings, community meetings, service clubs, media releases, etc.) to be effective.

Step 7. Implementation of the Plan:

Once the plan is established, action groups should be formed to oversee implementation of the strategies. The action groups develop action plans that address their given area. The establishment of realistic and obtainable time lines as part of the action plan is important to assuring action.

It is very important for those involved in the process to remember that moving to a comprehensive model of law enforcement services is a long-term process. It is critical they remain committed to the process during the transition period.

Summary

This plan is a marked change from traditional and generally accepted policing and operational practices. All of the key stakeholders play an important role in the successful adoption and implementation of this model of police services. Each must have a clear understanding of what the plan involves and what it means with regards to the future. Additionally, it must be recognized that this model of police services may not show immediate short-term results. However, the long-term results will significantly impact crime and improve the quality of life in the community.

CHAPTER FOUR

TRANSITION MANAGEMENT PLAN

Introduction

This chapter will develop a transition management plan for the implementation of a

comprehensive model of police services as a policing strategy in the Futureville Police

Department. This transition management plan will contain:

- The identification of the key players, or critical mass, who are relevant to the success of

  the strategic plan and assignment of assumptions regarding them.

- A description of the recommended management structure.

- Descriptions and listing of the method to support the implementation of the plan.

Identification of Critical Mass

It is quite difficult to involve all stakeholders in the transition management process,

however, by identifying those stakeholders who are a part of the critical mass, one can achieve a

higher potential for success. Since a comprehensive model of police services is a community wide

collaborative, the critical mass relevant to the issue includes many participants. The stakeholders

identified from the strategic plan, their present positions and their desired positions are displayed

in Figure 1. The stakeholders who are part of the critical mass, in no rank order, are:

- City Council/Elected Officials

- Police Officer Associations

- Media

- Police Executive Staff

- Chief of Police

- Value Based Organizations

- City Manager

- Chamber of Commerce/Business Associations

- Other Government Agencies

- Influential Community Members and Special Interest Groups

- School District

Current and Desired Positions

City Council/Elected Officials:

Elected officials currently have the position of let change happen. In general, City

Councils allow law enforcement leaders to run their organizations within broad guidelines. Since

the implementation of a comprehensive model of services not only affects law enforcement, but

also involves all aspects of the community, the elected officials must take a help it happen

position. Education will be required for them to understand how law enforcement's role in the

community will change under this model. Their support would be helpful in obtaining community

wide participation.

Police Officer's Association:

The police officer's association has the position of let change happen. The association has

adopted the community oriented policing philosophy and would see this model as an extension of

this philosophy. While there would be individual officers who would resist this change, the association as a whole would let it happen.

Media:

The media is currently in a let it happen position. The media can play an important role in educating and informing community members, since the media sees its role as informing the public with the truth. If the media is engaged early in the change process and kept informed, they can assist with the transformation process. Moving the media to a help change happen position would be beneficial to the transition process.

Police Executive Staff:

The executive staff of the police department is currently in a let change happen position. The executive staff is well versed in the community oriented philosophy of the department and understands the need to move forward with new strategies. Having their support and moving them to a help change happen position is critical to the issue.

Chief of Police:

The position of the Chief of Police is of utmost importance to the success of the issue. Presently the Chief is in a help change happen position. Since the Chief must act as a catalyst for change in the department, he/she must be in a position of make change happen.

Value Based Organizations:

Value based organizations, at the current time, are in a position of let change happen. Until recently, value based organizations were not involved in significant collaborative community efforts with law enforcement. The involvement of value based organizations has the potential to be an important aspect in this model. Moving these organizations to a position of help change happen would be beneficial to the issue.

City Manager:

The City Manager is likely to be in a position somewhere between block the change and let change happen. City Managers are likely to be more comfortable with traditional forms of police services and hesitant to support something they do not understand. Since their commitment is important to the success of this issue, proper education will be needed to obtain their support. The desired position for the City Manager would be that of help change happen, although a position of let change happen will not adversely affect the issue.

Chamber of Commerce/Business Associations:

The position of the Chamber of Commerce/Business Associations may vary from that of block the change to let change happen. Since these groups are generally the recipients of more traditional forms of policing, educating them on the benefits of change will be helpful in gaining their support. Having this group in let change happen is the desired position.

Other Government Agencies:

Other government agencies would generally fall in a let change happen position. While they may be part of the collaborative effort, they will most likely not take a strong position of either blocking the change or helping it happen. Maintaining them in a position of let it happen will be in the best interest of the issue.

Influential Community Members and Special Interest Groups:

The initial position of influential community members and special interest groups would likely vary between block the change and let change happen. The position of block the change could result from lack of understanding of the issue. This could be overcome by education which would move them to the desired position of let change happen.

School District:

The school district is currently in a let it happen position. Since part of this issue

addresses juvenile behavior, the school district will benefit from helping this model become a

reality. By involving the district in the process it will move them to a position to help change

happen.

The commitment chart displayed below is typical for the nature of the current positions

and the desired positions for those constituting the critical mass on this issue.

FIGURE 1

CRITICAL MASS COMMITMENT CHART

STAKEHOLDERS IN CRITICAL MASS	BLOCK THE CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
City Council/Elected Officials		X—>	O	
Police Officers Association		X O		
Media		X—>	O	
Police Executive Staff		X—>		O
Chief of Police			X—>	O
Value Based Organizations		X—>	O	
City Manager	X—>	O		
Chamber of Commerce/Business Associations	X—>	O		
Other Government Agencies		X O		
Influential Community Members/Special Interest Groups	X—>	O		
School District		X—>	O	

X = Current Position   O = Desired Position

Transition Management Structure

The implementation of a comprehensive model of police services requires the commitment of the police department leadership. It is recommended the Chief of Police take the initial leadership role in the transition process. Once the vision of the change is clearly communicated to and understood by the department's Executive Staff, they will become part of the implementation process. A selected staff officer would be chosen to serve as the Transition Manager, who would be responsible for the establishment of a transition team. The Transition Team would be comprised of a variety of members of the department and key community leaders. This team would assist the Transition Manager with various tasks necessary for implementation of the project.

Transition Techniques

A crucial element of the transition process is awareness. As noted in the critical mass assumptions, education and communication is of a key element in moving a member from the current to desired position. The forums for this education can be through presentations at community meetings, council meetings, civic groups, service clubs, and other groups settings or one-on-one meetings. The educational component must also involve the media. Just as important is the training of all department members. Training would begin with the Executive Staff then move to all members of the agency.

The second transition technique is involvement. All steps of the process must involve as many stakeholders as possible. A diverse group reflecting the make up of the community and representatives from all significant areas affected by the issue should be included.

The third aspect of the plan is an action plan with time lines and benchmarks. Successful efforts require that each team develop a set of implementation time lines to assure action. As in any community policing activity, constant evaluation must be conducted to assure desired results, with less desirable results addressed and corrected.

The final element is action. If the police agency is to establish credibility as the leader in the change process, it must act decisively and demonstrate substantive change(s) that support this model of policing. This must be done both internally and externally for it to have meaning and be supported.

Summary

A transition plan to implement the strategy of a comprehensive model of police services has been presented in this chapter. Development of this transition plan involved the identification of the critical mass, recommendation of a management structure and techniques for plan implementation. Present commitment of each member of the critical mass was charted and the desired commitment necessary for the success of the plan was identified. Moving those key stakeholders from the present to the desired commitment position is viewed as critical to making the transition to this model of police services.

CHAPTER FIVE

CONCLUSION

Project Summary

This project has focused on the issue of police services, beginning with a brief historical

review beginning in the 1950's and moving through the late 1990's. Building on the community

policing philosophy, the project looked at several contemporary programs in which law

enforcement has begun to redefine its role in the community. Based on the changing expectations

placed upon police agencies, a comprehensive model of services is offered as a solution to this

issue. The project included an exercise in future forecasting, in which trends and events relative

to the issue were identified through the utilization of the Nominal Group Technique. Based on

this exercise and the research in Chapter One, three future scenarios were proposed. Utilizing one

of the scenarios, a strategic plan was constructed. As part of the strategic plan a situational and

organizational analysis was conducted, stakeholders were identified and an implementation plan

developed. The project concludes with a transition management plan, which includes the

identification of critical mass, transition management structure and transition techniques.

Recommendations for the Future

Community Policing has already been recognized and embraced by law enforcement as an

innovative and powerful strategy for focusing a police agency's energy and resources on the

underlying conditions that often give rise to crime, repeat calls for service and related problems.

The strength of community policing comes from its ability to involve various members of the

community in a collaborative effort, focusing them on common problems to improve the quality of

life within the community. Building on the tenants of this philosophy, providing law enforcement

service under a comprehensive model is the next obvious logical step. This model of police

services has the potential to address many of the issues that will impact law enforcement in the

next five years. This model contains the components of prevention, intervention and suppression.

Each one of these, alone or in combination, is a proven and effective strategy to address the issue

of crime and its control. Adopting and implementing this model of service is recommended to

meet the expectations of services facing a moderate sized police agency in the year 2006.

Implications for Leadership

If this model of law enforcement services is to be successfully adopted and implemented,

department leaders must take the lead role in the change process. Department leaders must act as

the catalyst for the change. They must provide leadership, direction and support during this

process if the transformation is to be successful. The implementation of this model will require an

intense collaborative effort with many segments and components of the community, with one

common goal: improving the quality of life for all members of the community.

The recommendations listed below will assist department leaders in moving their agency

and the community towards the adoption and implementation of a comprehensive model of police

services.

- Become thoroughly familiar with the concepts involved in the comprehensive
  model of service.

- Assume a leadership role in the initial phase of the transition and provide a vision for the agency.

- Conduct a critical mass analysis on the internal and external environments relative to the transition to a new model.

- Develop an educational process by which members of the organization and the community will become familiar with the concept of the comprehensive model.

- Develop a funding plan to pay for costs associated with the implementation of a comprehensive model.

- Maintain awareness of emerging trends and changes in community expectations and be prepared to adopt new strategies.

By following these recommendations, department leaders will place themselves in the position to be successful in addressing and meeting those expectations placed upon them in the year 2006.

Conclusion

During the past several decades, police agencies have experienced a multitude of changes and challenges in the delivery of law enforcement services to the community. Now, probably more than at any other time in history, law enforcement leaders are faced with answering the question of what model of services they are going to provide to meet the current and future expectations of the community they serve. Based on the research conducted in this project, it is my opinion that in the year 2006, police agencies of a moderate size will be providing law enforcement services utilizing a comprehensive model of services, as proposed and described in Chapter Three. A comprehensive model of services is one which integrates traditional police

functions and duties with other community based programs and services of a social nature. Under this model police agencies will continue to provide services tied to traditional policing roots, while adding services of a social and preventative nature. This model allows the police agency to attack crime and related community issues through prevention, intervention and suppression strategies.

As much as the implementation of community policing concepts altered the mindset of law enforcement over the past decade, moving to a comprehensive model of services will further enhance law enforcement's ability to meet the needs of a rapidly changing society. Providing police services under this model will put law enforcement in a position to have the most significant impact and effect possible on the future of crime, disorder and related problem issues in the communities they serve.

Nominal Group Technique Panel Members

- Robert Hodges, Superintendent, Redlands Unified School District

- Denny Sattler, Superintendent, Redlands Recreation Bureau

- Bill Cranfill, Director, University of Redlands Security

- Robert Fonzi, Captain, San Bernardino County Sheriff's Department

- Rogelio Garcia, Sergeant, Redlands Police Department

- Gil Martinez, Officer, San Bernardino County Probation Department (Juvenile)

- Stan Weisser, Civic Leader/Local Business Owner

- Susan Peppler, Councilperson, City of Redlands

- Chris Catren, Detective, Redlands Police Department

Facilitators for the NGT

- Lieutenant Daniel C. Shefchik, Redlands Police Department

- Deputy Chief Cletus F. Hyman, Redlands Police Department

Recorder for the NGT

- Fran Serrao, Records Supervisor, Redlands Police Department

22.   Level of Public Trust of Government Agencies

23.   Less Lethal Force

24.   Demand for Flatter Organizations

25.   Perception of Profiling

26.   Demand for Public Information

27.   Civilian Review Boards

28.   Demand for One-Stop Shopping

29.   Level of Drug and Alcohol Babies

List of Candidate Events

1.   Legalization of Drugs

2.   Catastrophic Event on the Pacific Rim

3.   Another Columbine Type of Incident

4.   Stock Market Crashes

5.   High Ranking State Official Impeached/Indicted

6.   War

7.   Juvenile Hall Shut Down

8.   Proposition 21 Upheld in Court

9.   Risk Focused Policing Gains National Attention

10.   Elimination of State and/or Federal Grant Funding

11.   Major Development Approved for Doughnut Hole

12.   Major Inappropriate Law Enforcement Incident

13.   Binding Arbitration Upheld

14.   State Restricts Pursuits

15.   School Vouchers Approved

16.   Loss of Funding for High School Sports

17.   Statewide Sharing of Property Taxes

18.   Al Gore Elected President

19.   County Law Enforcement Services Regionalized

20.   POST Regionalized Training Facilities

21.   Police-Fire Consolidation

22. Large Scale Civil Disobedience/Riot

23. Establish High School Level Trade Schools

24. 3 Strikes Law Repealed

25. City Goes Bankrupt

26. Collapse of the Judicial System

27. Abolishment of Death Penalty

28. Drinking Age Lowered to 18

29. 50% Increase in Violent Juvenile Crime in One Year

30. Elimination of the State Lottery

31. Regional Justice Center Constructed in East Valley

32. Moratorium on Correctional Facilities

33. Legalized Statewide Gambling

34. Anonymous Internet Becomes Prevalent

35. Domestic Terrorist Attack

ENDNOTES

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3. Dempsey, <u>An Introduction to Policing</u>, 17-21

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6. Ken Peak, Robert V. Bradshaw and Robert W. Glesnor, "Improving Citizen Perceptions of the Police: Back To The Basics With a Community Policing Strategy," <u>Journal Of Criminal Justice</u> Vol. 20, No.1, (1992): 26

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